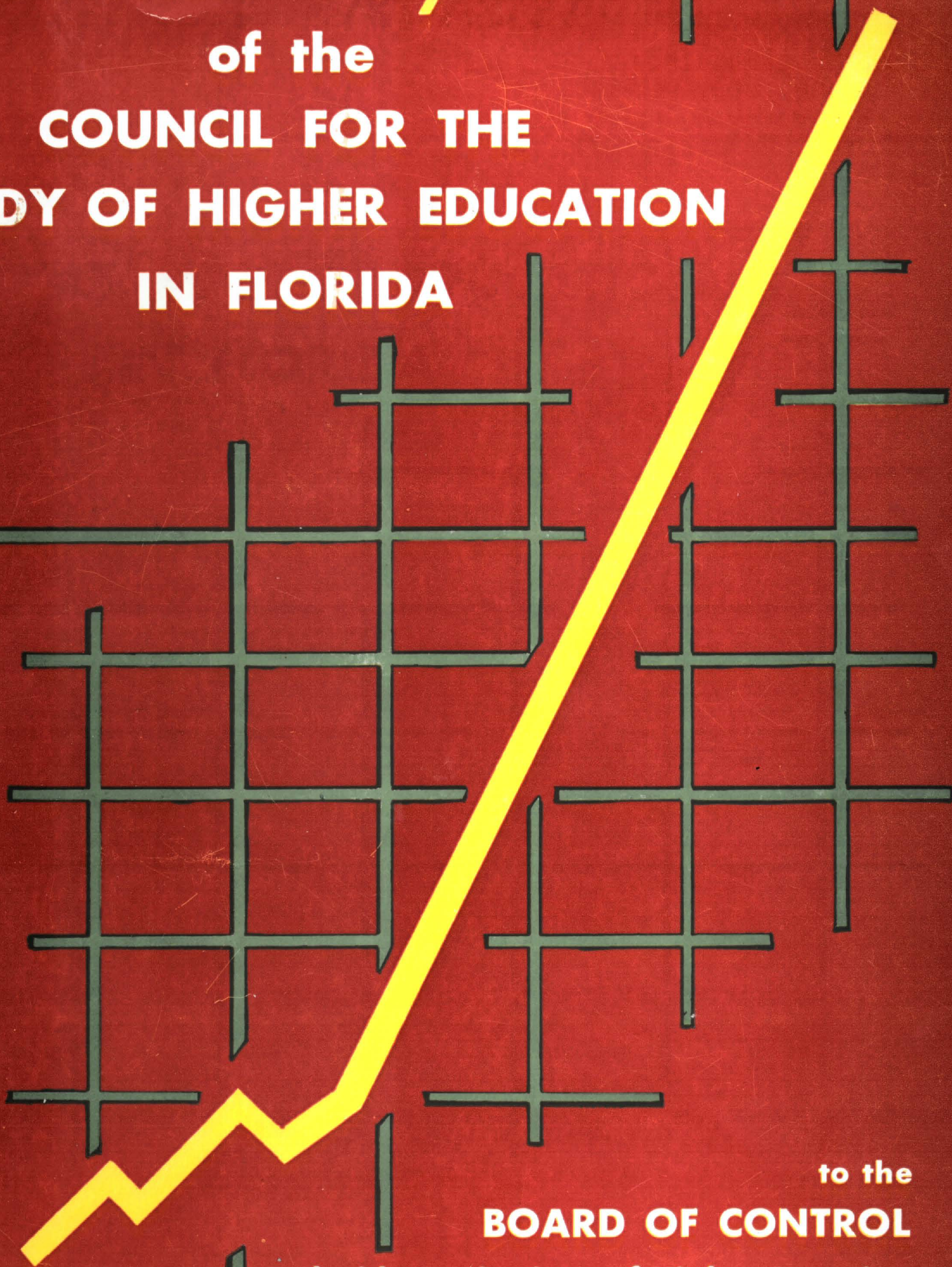


REG 1B:
1955

Initial Report
of the
**COUNCIL FOR THE
STUDY OF HIGHER EDUCATION
IN FLORIDA**



to the
BOARD OF CONTROL
Florida Institutions of Higher Learning

Tallahassee, Florida

JANUARY 20, 1955

COUNCIL FOR THE STUDY OF HIGHER EDUCATION IN FLORIDA

*Appointed by the Board of Control for Florida Institutions
of Higher Learning*

ROOM 101 WESTCOTT BUILDING

TALLAHASSEE, FLORIDA

THE COUNCIL

A. J. BRUMBAUGH
JOHN E. IVEY, JR.
Chairman
EARL J. MCGRATH
FLOYD W. REEVES
JOHN DALE RUSSELL

STAFF

A. J. BRUMBAUGH
Director of the Study
MYRON R. BLEE
Assistant to the Director

January 20, 1955

TELEPHONE 3-1914

Hon. J. Lee Ballard, Chairman
The Board of Control for Florida
Institutions of Higher Learning
Tallahassee, Florida

DEAR MR. BALLARD:

The Council for the Study of Higher Education in Florida is pleased to present an initial report of its observations and recommendations to the Board of Control.

Higher education in Florida has made noteworthy progress in the years since the 1851 authorization of two seminaries. That progress has been guided for the last half century by the provisions of the Buckman Act. During this period there has been built a sound structure on which future provisions for higher education can be developed.

In the years between 1930 and 1950 there has been a 561 per cent increase in college enrollment in Florida. This percentage increase far outdistances that in any of the other States. Circumstances associated with that growth and with the increasing complexity of the economic and cultural life of the State require that between now and 1960 the guide lines for future development of higher education be established.

Higher education in Florida is at the crossroads and requires the exercise of statesmanship in the development of a mid-century Buckman Act. The Council for the Study of Higher Education has been mindful of this requirement as it prepared this report for consideration by the Board of Control.

Very truly yours,

JOHN E. IVEY, JR.,
Chairman

STATE BOARD OF EDUCATION

LEROY COLLINS, *President*
Governor

R. A. GRAY
Secretary of State

RICHARD W. ERVIN
Attorney General

J. EDWIN LARSON
State Treasurer

THOMAS D. BAILEY, *Secretary*
Superintendent of Public Instruction

BOARD OF CONTROL

J. LEE BALLARD, *Chairman*
St. Petersburg Beach

W. GLENN MILLER, *Vice Chairman*
Monticello

HOLLIS RINEHART
Miami

JESSIE BALL DUPONT
Jacksonville

FRED H. KENT
Jacksonville

RALPH L. MILLER
Plymouth

ROBERT H. GORE, SR.
Fort Lauderdale

J. B. CULPEPPER, *Executive Secretary*
Tallahassee

INTRODUCTION

The Council for the Study of Higher Education in Florida^{1*} was appointed by the Board of Control for Florida Institutions of Higher Learning² to initiate continuing studies basic to the development of a system of higher education in the State which will provide the highest quality programs for the greatest number of people at the lowest possible cost. This action was taken after the passage by the 1953 Session of the Legislature of House Bill No. 324 which provided for continuing studies for the guidance of the Board of Control.³ The appointment of a council was decided upon as a means of accelerating the initial phases of the studies.

The Council for the Study of Higher Education has undertaken its assignment with the active cooperation of the public and private institutions of higher learning in the State,⁴ and with the benefit of advice from some of the leading citizens of Florida.⁵ Certain basic assumptions⁶ relative to the nature of higher education, to the place of higher education in the economic and cultural life of the State, and to the means of providing for higher education have been set forth by the Council. These assumptions underlie the recommendations made in this report.

Extensive studies have been organized under the direction of the Council to obtain information concerning present provisions for higher education in the State⁷ and the need which Florida now has and can expect to have in the years immediately ahead for education beyond the high school.⁸ These studies are being carried out with the assistance of the collegiate institutions of Florida in cooperation with appropriate state agencies. Some of these projects have resulted in information on which this report is based. Other projects will continue through the next year, and still others may be required for the continuing studies outlined in the legislative act of 1953.

If financial resources are available for the completion of its work, the Council will make a final report prior to March 1956. The report will be prepared in four parts to set forth proposals and recommendations for the development of higher education in Florida. Part I will be concerned with the over-all structure to serve the needs of the State and of its college population. Part II will propose (a) a plan for the government of public higher education and (b) a plan for relating private and public higher

*Footnotes begin on page 22.

education. Part III will propose an allocation of functions among the several institutions, and Part IV will be concerned with the nature of the educational programs required to meet the needs of Florida. In each part of the report, attention will be given to means for providing high quality service with full and economical utilization of facilities within the total of the private and public resources available.

This initial report is limited to Parts I and II. While the final report may deal more completely with these sections, the observations and recommendations presented here are those which the Council feels require the immediate attention of the Board of Control.

THE MAGNITUDE OF THE PROBLEM

An estimate of the future enrollment of Florida's collegiate institutions was provided by the Southern Regional Education Board shortly after the enactment of House Bill No. 324. This information indicated that it will be necessary to plan for a three-fold increase in enrollment by 1970. This forecast has been confirmed by the Council's studies to date. The fall enrollment for all the collegiate institutions of Florida for the year 1953-'54 was 36,013.⁹ Predictions based on the number of children who already have been born, assuming that economic and migration trends remain relatively constant, indicate that a minimum total of 106,000 students will seek admission to Florida's colleges and universities in 1970.¹⁰

These predictions are subject to further refinement through studies which the Council has underway. At the present time, however, the studies have demonstrated the following to the Council's satisfaction:

- (1) The magnitude of the increasing enrollment in the years immediately ahead is such that careful and realistic planning will be required if adequate provisions for higher education are to be made,
- (2) By 1960 the rapid increase in enrollments will have begun,
- (3) While current forecasts are now available only up to 1970, the indications are that enrollments will continue to rise after that date.

The estimated minimum enrollment for 1970 is 2.9 times as great as the fall 1953 enrollment. In the fall of 1953, with a total of 36,013 students, 18,672 students were in public institutions (1,498 in junior colleges, and 17,174 in public universities), and 17,341 students were enrolled in private institutions (1,331 in junior colleges and 16,010 in four-year institutions).

Expanding enrollments up to 1970 might be accommodated by providing for approximately three times as many students in the present

institutions. If each institution were to expand to this extent, enrollment in the several types of institutions would be as follows:

Public Universities	50,550
Public Junior Colleges	4,410
Private Colleges and Universities	47,122
Private Junior Colleges	3,918

Examining what such an expansion would mean for the individual institutions, we would find that the University of Florida would be required to enroll more than 28,000 students and that over 22,000 students would be concentrated in the two institutions in Tallahassee. In the judgment of the Council this enormous increase in the size of the largest existing universities would not serve best the total needs for higher education in the State nor would it be to the best interests of the universities themselves. Consideration must be given, therefore, to plans that will relieve the universities of the need to provide for such large numbers of students and will at the same time make the advantages of higher education readily available to all those who seek and can benefit from them. Further consideration will be given to such plans in a later section of this report.

For the purpose of seeing more clearly what may be required, the following calculation is based on the supposition that the largest institutions in the State will enroll in 1970 a number well under three times their present enrollments:

Estimated Minimum 1970 Total Enrollment	106,000
Supposed Total Enrollment in the Three Public Universities	32,000
Supposed Total Enrollment in the Private Colleges and Universities	36,592
Enrollment in Public Junior Colleges	4,410
Enrollment in Private Junior Colleges	3,918
Balance to be Provided for Elsewhere	29,080

The Council recognizes that, in making such an estimate, there are a number of factors¹¹ which cannot be established accurately. The Council is convinced, however, that the balance of 29,080 to be provided for in additional institutions is an absolute minimum, and it sees the possibility that if private institutions should be unable to enroll any more students than they did in 1953, the balance might be as great as 47,750.

In addition to providing new accommodations for these 29,000 to 47,000 students, the problem of expanding existing institutions involves the following considerations:

- (1) A reappraisal of present programs and facilities to (a) determine appropriateness of programs, (b) assure full and economical utilization of facilities, and (c) achieve highest possible quality of performance,
- (2) The determination of what new programs need to be undertaken,
- (3) The determination of what additional facilities are required in existing institutions to provide for expanding enrollments and new programs,
- (4) The determination of ways in which the control, administration, and coordination of existing and new institutions in the State system can be achieved, and
- (5) The identification of ways in which the efforts of the public and private institutions can be related to permit full utilization of resources for higher education in the State, and to retain the integrity of both types of institutions.

PART ONE

INSTITUTIONAL STRUCTURE

The question to be considered in Part I of this report is what kind of over-all institutional structure can be expected to serve the needs of the State and of its expanding college population. The Council believes that the most satisfactory solution to the development of higher education lies along the following lines:

- (1) The encouragement of the private colleges and universities to maintain high quality programs and to expand their enrollments consistently with their purposes and resources,
- (2) The expansion of the capacities of the existing state institutions of higher learning to the extent that such expansion contributes to the development of quality programs, is economical, and is in the best interest of the people being served,
- (3) The establishment of public community colleges in strategic centers of population,
- (4) The establishment of additional State supported colleges when the conditions under which they are to be developed have been determined.

The Council bases this belief on the following considerations:

- (1) In times of expanding enrollments, there may be a tendency to place emphasis on quantitative development in neglect of qualitative improvements. This requires a deliberate effort to strive for quality or mediocrity will become a standard.
- (2) Education is a basic social function which ought to be kept close to the people to insure (a) that its control will be democratic, and (b) that all who can profit from it will have the opportunity to do so.
- (3) The requirements of a rapidly growing system of higher education are such that a state needs to take advantage of whatever economies may be available from locating institutions close to the homes of the students and from encouraging full utilization of facilities of institutions under private control.

THE ROLE OF PRIVATELY SUPPORTED COLLEGES AND UNIVERSITIES

The Council for the Study of Higher Education in Florida makes the following recommendations relative to the expansion of privately supported colleges and universities:

- (1) That the expansion be in harmony with their self-defined purposes, and consistent with the maintenance of high quality programs,
- (2) That in the establishment of new institutions and in the expansion of existing public institutions of higher learning, consideration be given both to the impact that such development will have on the private institutions and to the needs of the students for education at a cost they can afford,
- (3) That the quality of higher education in the State be insured by the

adoption of regulations concerning the chartering of new private institutions and the assignment of authority to an appropriate state agency for issuing charters.

The Council makes these recommendations because it believes that the private colleges and universities have an important role to play in the State of Florida just as they have in the whole scheme of American higher education. As has already been noted, the private colleges and universities in Florida currently provide for almost half of all the college students enrolled in the State. Purely from an economic standpoint, the private institutions relieve the State of providing part of the expense of higher education through tax sources for a substantial body of students.

In addition to financial considerations, there are other benefits that arise from the existence of the private institutions. Special cognizance should be taken of such benefits as these:

- (1) Private institutions are responsive to certain interests of a constituency not ordinarily provided for in tax supported colleges and universities. Illustrative of such interests is the desire that the constituencies of some of the private institutions have for a strong emphasis on religion both in the curriculum and in campus life.
- (2) Private institutions that have been adequately financed have in many instances served as touchstones for judging and improving the quality of all higher education.
- (3) One of the important advantages in the dual system of public and private colleges and universities is the safeguard provided against undesirable uniformity and regimentation. The private colleges and universities stand as bulwarks against any long-continued unwise control by governmental officials. They may be free, moreover, to conduct certain kinds of experiments and investigations under conditions that avoid political restrictions and interference.

THE ROLE OF STATE UNIVERSITIES

The Council for the Study of Higher Education in Florida makes the following recommendations relating to existing State universities:

- (1) That the universities continue to expand their capacities to accommodate growing enrollments, and that they be given adequate financial support to provide needed facilities and staffs,
- (2) That the expansion of each university be constantly related to and coordinated with the expansion of the others so as to avoid uneconomical duplication, especially in graduate instruction and research and professional education,
- (3) That, in the expansion of the State universities, account be taken of the programs that are provided by the private universities; of the non-institutional facilities within the State; and of regional facilities that may be used advantageously.

In support of these recommendations the Council makes the follow-

ing observations:

- (1) While there are no valid criteria by which the maximum size of a university for its optimum effectiveness can be determined, the Council is convinced that it would not be consistent with the best interest of the State, of the universities, or of the communities in which they are located were the universities to expand without limit. To some degree provisions for the decentralization of enrollments will aid the universities to keep their student bodies at a desirable size.
- (2) In the establishment of policies relating to the limitation of enrollment, well developed plans for pre-college counseling and the use of public information programs should enable the universities of Florida to attract and select students whose abilities are adapted to the demands of the programs in the institutions. The universities will then be in a position to focus their attention on quality programs, graduate and undergraduate.
- (3) Relative to the graduate and professional programs of instruction and research in the State universities, the Council emphasizes that the field is so large that there is no valid reason for uneconomical duplication in the development of new programs among the universities. To prevent unjustifiable duplication, cooperative planning under the direction of a central coordinating officer is required. Such planning should lead to agreements concerning the areas of specialization at the graduate level at each institution, arrangements for the interchange of faculty members, and provisions for students to pursue specialized graduate study at the institutions where the appropriate facilities and personnel are located. This kind of cooperation should result in the maintenance of a satisfactory balance among the various academic disciplines in the several State universities.

A further means of effecting economies and at the same time achieving high quality in graduate work is to make maximum use of all of the facilities in the State and region. This involves taking cognizance of the programs and facilities of the private universities, identifying research bureaus, agencies and laboratories maintained by business, industry or government within the State and region, and in taking full advantage of the arrangements for inter-institutional and inter-state cooperation.

THE ESTABLISHMENT OF COMMUNITY COLLEGES

The Council for the Study of Higher Education in Florida recommends:

- (1) That, simultaneously with the expansion of the private and publicly supported colleges and universities, appropriate steps be taken to establish community colleges in centers of population that meet certain specified criteria,
- (2) That, in accordance with recommendations made later in this report, the precise criteria for the establishment and operation of public community colleges in Florida be defined,
- (3) That legislation be proposed in the forthcoming session of the Legislature to:

- (a) Establish a Community College Commission (recommended in detail in the section under government of higher education) that shall be responsible for making the policies and regulations governing the establishment and operation of public community colleges,
- (b) Define, in broad terms, the nature of the programs and services that shall be offered by the community colleges, and of the limits that shall be set on the upward extension of the community colleges,
- (c) Establish, by law, a formula for financing the operation and the capital outlay programs for public community colleges, and
- (d) Provide appropriations to the Community College Commission for:
 - Its own operation,
 - Capital outlay to present junior colleges that qualify under requirements to participate in these funds and to new community colleges to be established under regulations of the Commission, and
 - Operation of such of the existing junior colleges as qualify under the regulations of the Commission and of new community colleges established under regulations of the Commission.

Underlying these recommendations are certain concepts and principles which the Council states explicitly.

The term community college is used to describe the proposed two-year institution because it implies a close relationship between the institution and educational interests and needs of the community in which it is located. The community college will not only be a means of partially relieving the universities of undue enrollment pressures but it will also provide other important advantages of which the following may be especially noted.

Firstly, taking into account all of the items of expense both to the institution and to the individual, the cost of educating students in community colleges is less than it is to educate them in private or state colleges and universities. Most, if not all, of the students attending a community college can live at home thereby minimizing the amount of the investments required to provide housing and boarding facilities. At the same time the student or his family is relieved of the extra expense that is involved in paying living costs away from home.

Secondly, the importance of the community college is further emphasized by the fact that it can provide terminal programs adapted to the vocational needs and interests of those students who would ordinarily drop out of the university without completing a program leading to a certificate or degree, and that it affords an opportunity to students of superior ability but of limited means to secure at minimum expense

the basic education ordinarily provided in the first two years of college. The present manpower needs of the state and the nation lend special weight to this advantage. Students of outstanding ability who are identified through the community college can be encouraged and aided to continue their advanced studies in one of the colleges or universities of the state.

Thirdly, as a consequence of the advantages afforded by the community college both as to cost and as to ready access to a college education, it may be expected that when community colleges are established the number of students who will go to college will be larger than it would be were enrollments limited to fewer institutions. On the basis of experience in other states it is reasonable to expect that an additional 10,000 students above the 106,000 forecast for 1970 will be enrolled. The benefits that will arise from the extension of cultural advantages to the communities and from the improved effectiveness with which citizens participate in the life of the community will far outweigh additional costs that may be involved in providing these advantages.

Fourthly, the community college can be of special service to the community not only by the wide dissemination of educational opportunities to the youth but also by relating its programs to the cultural needs of the adult population. It can identify and provide for adult educational needs and it can bring to the community lecturers, artists and entertainments of a quality that would otherwise not be available.

In the further development of plans for the establishment of community colleges certain basic criteria must be determined. A number of such criteria have been developed as guide lines in the establishment of community or junior colleges in other states. Among those which have been rather generally accepted are the following:

- (1) A center of population sufficiently large to provide an enrollment adequate to justify the maintenance of a community college. The Council believes that the best single index is the membership of the high school graduating classes in the community to be served by the college. A desirable minimum is thought to be five hundred graduates.
- (2) Financial resources large enough to assure the local community's share of adequate support of the community college. The ratio of local to state support will probably vary from one community to another, depending on the formula for determining local support that is finally agreed upon. In general the Council favors a formula that will provide approximately 20 per cent of the operating costs to come from tax and non-tax (e.g., gifts and fees) sources of the community and about 80 per cent to come from state funds. For capital outlay for plant and equipment the amounts provided by the community and the state

should be about equal, provided that communities are enabled by law to raise funds for this purpose and to this extent.

- (3) An interest in higher education by the people of the community that will assure strong moral support and patronage of the community college.

To these criteria the Council would add a fourth which is especially pertinent to the State of Florida, viz.;

- (4) A community college should be established in a center of population where a private college already operates only (a) when consideration has been given as to whether the need of the community for low cost education of the kind that the community college will provide can or be made available through the existing institution; (b) after consideration has been given to the number of students that will constitute the clientele of both the existing and the new institution.

The foregoing recommendations relating to the community college are of concern to the Board of Control primarily as they afford a means of decentralizing college enrollments, thereby avoiding unnecessary congestion of the State universities, and at the same time providing a kind of education that is adapted to the needs of a larger number of youth. The Council recognizes, however, that these recommendations are also a matter of concern to the Board of Education insofar as they involve the inclusion of the community college as a part of the State system of higher education, and to the State Department of Education insofar as they have a bearing on the extension and financing of publicly supported education in the State of Florida. The Council, therefore, proposes that this matter be given further study by the Community College Commission in cooperation with the Board of Control and the State Department of Education for the purpose of (a) developing plans for the continuing coordination of the interests of those agencies in the community colleges and (b) of defining the criteria for the establishment and operation of community colleges in Florida. The Community college Commission should have the responsibility for fixing by regulation the criteria finally decided upon.

ESTABLISHMENT OF NEW STATE COLLEGES

Relative to the establishment of new State colleges, the Council for the Study of Higher Education in Florida makes the following recommendations:

- (1) That steps be taken to establish possibly three or four State colleges in the larger centers of population in the State, in accordance with criteria to be presented in the Council's final report for consideration by the Board of Control,

- (2) That in the establishment of State colleges due consideration be given to the programs that are provided by private colleges and universities in the area and to the effect that the establishment of the state college may have on the private institutions, and
- (3) That, in their initial development, the State colleges offer programs at the undergraduate level and that in selected fields where the need is established they extend their offerings to the level of the master's degree.

Enrollment predictions currently available indicate that the expansion of existing institutions and the development of community colleges does not offer a complete solution to the problem of providing for Florida's increasing enrollments in post-secondary institutions. While it is not possible, at this time, to make any valid estimates of the probable enrollment of the community colleges, it cannot be expected that they will be able to accommodate the 29,000 to 39,000 or even 47,000 students for whom provision needs to be made outside the present institutions as expanded up to 1970; nor is it probable that the enrollment congestion will be confined to the first two years provided in the community college.

Planning should be undertaken, therefore, leading ultimately to the establishment under proper conditions of State colleges in the larger centers of population in the State. With the accommodation of the first waves of the growing enrollment in existing institutions and in community colleges, the years immediately ahead should be utilized as a period for planning the development of State colleges so as to provide quality programs of instruction, without unduly dispersing resources for the support of higher education thereby precluding the development of top quality university centers in existing institutions.

The establishment of State colleges is not a matter of immediate urgency, and, therefore, will be treated more fully, including criteria for their establishment, in the Council's final report. The above recommendations are set forth at this time, however, because other recommendations ought to be considered in the light of principles proposed for the development of State colleges.

It is pointed out, furthermore, that the possibility of the establishment of additional State institutions does not reduce the necessity of developing ways in which the facilities of existing institutions can be utilized fully. There can be no justification, therefore, of additional institutions until it is clear that maximum use of existing facilities, consistent with provision for quality programs, will not accommodate the enrollment or provide for essential programs.

PART TWO

THE GOVERNMENT OF PUBLIC HIGHER EDUCATION IN FLORIDA

Relative to the government of public higher education, the Council for the Study of Higher Education recommends:

- (1) That the statutes be revised to designate the Board of Control as a policy and regulation making body with the expectation that it will delegate executive and administrative functions to a professional staff headed by a chancellor who shall assist the Board in the performance of its duties, who shall be the chief administrative officer for the system for which the Board is responsible, and whose qualifications and salary shall be commensurate with his responsibilities as the head of a system of higher education,
- (2) That, to the maximum extent possible, the Board of Control delegate to local institutions responsibility for institutional operation.
- (3) That there be created by statute a Community College Commission which, subject to the Legislature and to the State's fiscal agencies, shall initiate the development of a system of public community colleges and which shall exercise sole responsibility for the state-wide coordination and regulation of public community colleges,
- (4) That the Community College Commission be composed of the State Superintendent of Public Instruction as chairman and five citizens not actively engaged in education, appointed by the Governor, for four-year (six-year if and when possible) staggered terms,
- (5) That the Community College Commission be a policy and regulation making body and that it delegate executive and administrative functions to an executive officer,
- (6) That the executive officer, who shall be designated as Coordinator for Community Colleges, shall be appointed by the Community College Commission.
- (7) That the Community College Commission be charged with responsibility for:
 - (a) Developing and adopting regulations for the establishment and operation of public community colleges,
 - (b) Approving the establishment of community colleges and/or community college districts under its regulations,
 - (c) Reviewing legislative budgets of the public community colleges for requesting, through appropriate State agencies, lump sum legislative appropriations for their operation,
 - (d) Allocating funds from the lump sum appropriation according to the needs of the public community colleges and for approving operating budgets based on such allocations,
Supervising capital outlay programs for public community colleges, and
 - (f) Reviewing operation of public community colleges to determine their conformance to regulations and to statutory requirements.
- (8) That, in event a single county undertakes the operation of a community college, provision be made for (a) operating the community college through the regularly established administrative machinery for

the county schools subject to the supervision and control of the Community College Commission, or (b) establishing a community college district with boundaries identical with those of the county and selecting a community college board as the agent for operating the community college subject to the supervision and control of the Community College Commission,

- (9) That, in the event adjoining counties undertake the operation of a community college, provision be made for (a) operating the community college through regularly established administrative machinery for the school of one of the counties (with such contractual agreements with the school authorities of the other participating counties as may be required) subject to the supervision and control of the Community College Commission, or (b) establishing a community college district embracing the participating counties and electing a community college board as the agent for operating the community college subject to supervision and control of the Community College Commission,
- (10) That the local community college board, however constituted, appoint, with advice from the Community College Commission relative to desirable qualifications, a president who shall be the chief administrative officer of the community college and who shall have the responsibility for preparing legislative and operating budgets and for submitting them through the local board to the Community College Commission.

As the Board of Control now operates, there is no clear differentiation between responsibilities for policy making and administration. In fact, the Board appears to be charged by statutes to perform functions that are administrative in nature. This intermingling of administrative and policy making functions by the Board does not serve the best interest of higher education in the State. Public higher education as a function of government requires a plan of control and coordination under a lay board that produces policies governing its development and which delegates to competent professional leadership and management responsibility for effective application of these policies. The chief functions of the board or agency exercising top level control and coordination may be characterized and classified as follows:

- (a) Making decisions concerning which programs of instruction, research, and service will be provided,
- (b) Making decisions concerning the institutional facilities required for the programs to be provided and for the students to be accommodated,
- (c) Making decisions concerning the support required for the various programs in the several institutions,
- (d) Making and reviewing policies and regulations under which the system will operate and develop, and
- (e) Appointing the chief administrative officer of the system, selecting heads of institutions, and approving faculty appointments involving tenure, and
- (f) Supervising the operation of the system to determine that the operation is within the established policies.

The Council in its recommendations accordingly envisions the Board of Control to be a legally established agency, composed of non-professional persons, which will be responsible for immediate and long range planning, for the development of policies and regulations, and, through a professional staff to which executive and administrative functions are delegated, for the operation of the institutions to provide such programs of instruction, research, and service as are required to meet the needs of the people of the State.

The professional staff should be headed by a chancellor who would be the executive officer of the Board of Control and the chief administrative officer of the institutions in the system under the Board. This proposal calls for a much wider range of responsibilities for such an officer than those now vested in the office of the Executive Secretary. It is necessary, for example, to aid the board in the formulation of policies, to determine that policies approved by the Board are being consistently followed; that the programs and operations of the higher institutions are properly coordinated; that emerging needs in higher education are identified; that policies are interpreted to the institutions and to the people of the State; that the point of view and recommendations coming from the local faculties and administrative officers are interpreted to the Board. This a top-level administrative position that requires qualifications in terms of training, experience, and accomplishment in higher education which will insure a high level of professional competence. The system of higher education should be prepared to accord such officer a salary and a status commensurate with the responsibilities of the position.

The Council presents a series of recommendations relating to the establishment of a special agency which it has designated as the Community College Commission. These recommendations are designed to remedy several weaknesses that are inherent in the present plan for the establishment and administration of junior colleges in Florida. For example, the Council believes that the effective development of community colleges will require more State support than is now available under the Minimum Foundation Program; that much time and attention will need to be given to the formulation of policies for financing these institutions, to the location of community colleges, and to the coordination of their activities with both the secondary schools and the colleges and universities of the State. These institutions will be distinctive in character, and the functions relating to their effective operation will be

sufficiently specialized to require the creation of the Community College Commission as a separate agency to initiate their development and to provide for their coordination and control.

It is the opinion of the Council that there is a very real need for inter-relating education at the several levels. The Florida Citizens Committee, recognizing this need in 1947, recommended a unified, appointed lay board, with authority to elect its own executive officer and his subordinates at the various levels, as a way of achieving such an inter-relationship. The Council's recommendations, within the framework of the present constitutional provisions for an ex-officio State Board of Education, would provide for such inter-relationship between secondary schools and community colleges through the State Superintendent of Public Instruction. The Council believes that the further development of the present informal machinery for coordination of existing junior colleges and the universities can result in adequate provision for inter-relating education at those levels.

In anticipation of revision of the State Constitution, the Council will include in its final report a plan for more effective coordination of education at all levels.

The Council's recommendations relating to the administration of the community colleges at the local level reflect the opinion that such institutions should be closely related to the secondary schools. The belief that it may be difficult, however, to achieve the kind of community colleges and community college programs that will be needed prior to 1970 for significantly large numbers of students within the administrative framework of the Minimum Foundation Program, has prompted the Council's decision to recommend that counties have a choice between (1) establishing community colleges within the administrative machinery of the county school system; (2) establishing community college districts with independent administrative organization. It may be desirable to make possible still other alternatives as the system of community colleges develops.

The Council is convinced that financial provision outside the present minimum foundation must be made both for the operation and building programs if an adequate community college system is to develop in such a manner as will permit it to make its contribution to the solution

of the problems Florida faces at this time. It is assumed that a satisfactory formula can be developed to guide the Commission and the Legislature in the allocation and appropriation of funds.

RELATING PRIVATE AND PUBLIC HIGHER EDUCATION

The Council for the Study of Higher Education in Florida recommends:

That the Board of Control explore with the private institutions of the State the possibility of developing an appropriate plan for exchanging information and plans, and for achieving and maintaining an inter-relationship of private and public institutions, with due regard for the integrity of both types of institutions.

The Council is strongly of the opinion that the magnitude of the responsibilities and opportunities for higher education in Florida in the years immediately ahead will require the concerted efforts of both the private and public institutions. This recommendation of the Council provides that the Board of Control, at this time, and through the Council if it should so desire, explore with those institutions which are supported and governed by private interests the possibility of developing a plan through which such concerted effort can be achieved and maintained. The informally constituted higher education councils, in which all institutions participate in deliberative activities and which are now operating in some other states, are illustrative of the kind of plan which the Council has in mind.

SUMMARY AND STATEMENT OF PRIORITIES

Florida faces a period in which even the most conservative requests for the support of higher education will necessarily have to be made in increasingly larger amounts. Such increasing costs for higher education are, in a large measure, a direct result of having, by natural increase and in-migration, an increasingly larger number of college age youth for whom provision must be made. Already demonstrated has been the result of expanding enrollments in the elementary and secondary schools; and, beginning about 1960, the full impact of rapidly increasing college enrollments will be felt in Florida.

The burden of this report has been that Florida cannot afford to face the impending tidal wave of college students without a well developed plan to serve as the guidelines within which quality programs of higher education can be developed and operated. Without such a plan, to which the people of the State subscribe, it would be reasonable to expect that errors of omission and commission would preclude the development of adequate facilities and programs, and, at the same time, would impose unwarranted burdens on the public and private resources of Florida.

To assist the State of Florida develop such a plan, the Council has made proposals concerning:

- (1) *Privately Supported and Controlled Higher Education, viz.,*
 - a. That private institutions be encouraged to make quality provisions for larger numbers of students,
 - b. That the offerings and projected offerings of private institutions be taken into account in determining the need for public provisions for higher education,
 - c. That existing private institutions, as well as the people of the State, be protected by the adoption of State-wide provisions for chartering new private institutions to insure at least a minimum quality of service, and
 - d. That a plan be developed through which the inter-relationship of public and private higher education can be accomplished.
- (2) *Public Community Colleges, viz.,*
 - a. That the development of a system of public community colleges be undertaken on a sound basis as a way in which collegiate enrollment at the lower level can be dispersed and to provide for programs appropriate to a broader range of educational needs than can be met in a university program,
 - b. That the system of public community colleges be coordinated at the State level by a Community College Commission and operated by boards at the local level, and

- c. That the development of precise criteria for the establishment and operation of community colleges in Florida be developed through a study conducted cooperatively by those concerned, and that they be established by regulation by the Community College Commission.

(3) *Other Public Higher Education, viz.,*

- a. That, consistent with the maintenance of high quality, the established State universities be expanded to provide for additional students up to the point that such expansion is economical and in the best interest of those people being served, and that their programs be reappraised and developed in the light of the State's emerging needs and of the provisions in the private institutions and in the public community colleges,
- b. That additional State colleges be established in centers of population when the criteria for their establishment have been determined, and
- c. That the Board of Control's statutory assignments be consistent with its function as a policy making body, and that provision be made for the appointment of a chancellor to whom executive responsibility will be delegated and who shall be the chief administrative officer for the institutions under the Board's jurisdiction.

While it is not possible to classify the Council's recommendations on the basis of their importance to the development of higher education in Florida, some of the recommendations do take priority over the others on the basis of time. In fact such a priority is essential to the proper development of the plan.

The Council believes that those recommendations relating to the government of public higher education, both in the institutions under the Board and in the community colleges, are of immediate concern. The Council urges the Board of Control to take immediate steps to encourage action in the forthcoming session of the Legislature to (1) make proper provision for the Board's duties and responsibilities, and (2) provide for a chancellor for the system of higher education under the Board. It is of equal urgency that statutory provision be made in this session for the establishment of a State-wide policy making body for the public community colleges, and for the establishment and operation of such institutions. These actions are required to guide the expansion of existing institutions and to stimulate and control the development of a system of community colleges.

The Council is equally firm in its conviction that action in this session of the Legislature to establish additional State colleges or to specifically locate by statute any community colleges would be premature and would constitute a stumbling block to the development of an over-

all plan to meet the educational needs of Florida within the resources which can be expected for that purpose.

In this report the Council has outlined an over-all institutional structure for higher education and a plan for its government, making recommendations for such action as is deemed timely. In its final report the Council will include recommendations for further action required to put the over-all plan fully into effect. While the Council is developing its final recommendations it is hoped that the necessary action will have been taken to establish the governing agencies proposed in this report, and that the Council will be able to work cooperatively with those agencies in developing recommendations for consideration by the 1957 Session of the Legislature.

In conclusion, the Council would call attention to the fact that a plan for the development of higher education cannot be laid out in a static blueprint. A rapidly growing state like Florida requires that such development be guided by an over-all plan, but that it be flexible and adaptable to emerging conditions and changing circumstances. It is imperative, therefore, that there be established the proper machinery to coordinate and control the development of higher education, and that there be developed wide-spread and intelligent support among the citizenry of the State for such a plan. Without a foundation in the understanding of the people, or without appropriate agencies accountable for control, forces other than those interested in the educational welfare of Florida will prevent the realization of a system of higher education in the State which will provide the highest quality programs for the greatest number of people at the lowest possible cost.

FOOTNOTES

¹The Council for the Study of Higher Education in Florida is composed of the following:

Dr. A. J. Brumbaugh, formerly President of Shimer College, Mount Carroll, Illinois, who is serving as Director of the Study;

Dr. John E. Ivey, Jr., Director, Southern Regional Education Board, Atlanta, Georgia, who is the Chairman of the Council;

Dr. Earl J. McGrath, President of the University of Kansas City, Kansas City, Missouri;

Dr. Floyd W. Reeves, Consultant to the President, Michigan State College, East Lansing, Michigan; and

Dr. John Dale Russell, Chancellor and Executive Secretary, New Mexico State Board of Educational Finance, Santa Fe, New Mexico.

²Minutes of the Board of Control, Tallahassee, Florida, XVIII (March 18, 1954), 544-546.

³House Bill No. 324, 1953 Session of the Florida Legislature (F. S., 1953, 240-11 (2) provides:

"The board (of control) may elect an educational consultant who shall be an advisor on all educational problems to the board and remove him at will. He shall conduct a continuous study to determine for their guidance:

- (a) the immediate and future needs of the state in higher education, including research and public service;
- (b) what institutional facilities are required to meet these needs, and at which institution they can best be served;
- (c) educational policies under which the institutions shall operate; and
- (d) whether educational policies prescribed by the board of control for the several institutions are being followed."

⁴The following institutions are cooperating with the Council for the Study of Higher Education in Florida:

Barry College	Palm Beach Junior College
Bethune-Cookman College	Pensacola Junior College
Chipola Junior College	Ringling School of Art
Edward Waters College	Rollins College
Florida A. and M. University	Stetson University
Florida Christian College	St. Joseph Teacher Training Institute
Florida Normal and Industrial Memorial College	St. Petersburg Junior College
Florida State University	University of Florida
Florida Southern College	University of Miami
Jacksonville College of Music	University of Tampa
Jacksonville Junior College	Washington Junior College
Orlando Junior College	Webber College

⁵The following distinguished citizens of Florida have been appointed by the Council for the Study of Higher Education to serve as an Advisory Committee to the Council:

Hon. Millard F. Caldwell, Tallahassee	Mr. McGregor Smith, Miami
Hon. Farris Bryant, Ocala	Mr. George G. Ware, Leesburg
Mr. Robert R. Guthrie, St. Petersburg	The Right Rev. Hamilton West, Jacksonville

⁶The Council for the Study of Higher Education in Florida has adopted the following assumptions as a basis for its deliberations and recommendations:

1. That a program of higher education adapted to the needs of the State will contribute to the development of cultural and economic resources of the State
2. That there will be provided within the State, through public and private institutions, post-secondary education of high quality for all youth who seek it and who can benefit by it
3. That diversified types of educational programs will be provided to meet the diversified needs of the students and of the State, for practical and liberal education
4. That the private institutions will continue to play an important role, which will be recognized in determining the magnitude of the responsibility of public instruction
5. That Florida will assume its share of responsibility in the fields of regional, national and international education
6. That full account will be taken of regional facilities and of non-institutional facilities and resources within the State, in determining the expansions that will be required to meet the needs of Florida

7. That the Council will recommend plans of administrative organization and allocation of functions which will make for both quality and economy in higher education
8. That professional and lay leaders of Florida will participate in the identification of present and emerging needs of the State in higher education and in the development of plans to adjust programs and facilities to such needs
9. That from the present study there will emerge a continuing study process to keep higher education sensitive to needs growing out of changes in the socio-economic life of the State
10. That the plans proposed by the Council, for the development of publicly supported higher education, will be designed to achieve maximum efficiency and the highest quality for dollars spent, recognizing that a proper relationship must be maintained between expenditures for education and for other governmental functions
11. That plans to meet the emerging needs in higher education will be conceived in long range terms and that priority steps in their development will be defined.

⁷The staff of the Council for the Study of Higher Education in Florida is conducting a thorough-going analysis of the present program, the existing facilities, and the provisions for staffing higher education in the institutions of the State. This project includes a study of course offerings; degree and non-degree programs; instructional salary costs; class size; distribution of academic salaries by major function; training, experience, and salary level of staff; physical plant available; utilization of instructional space; and an estimate of cost to put present plant in good condition.

Both public and private institutions are participating in this study which is expected to provide information of value to the council and, also, to the boards and administrative officers of the several institutions.

⁸At the present time the following studies have been organized to provide the Council for the Study of Higher Education with information relating to the over-all problems being studied by the Council:

Economic Studies: An analysis of Florida's economic life and resources, and an attempt to envision them as they may be in 1970 is being undertaken by a team of economists and other specialists to provide information concerning the need for trained manpower and the ability of Florida to provide for higher education.

Dr. Wylie Kilpatrick, Research Economist of the School of Business at the University of Florida is directing the project to which twenty-eight individuals from the University of Miami, the State Health Department, the State Forestry Service, the State Industrial Commission, the Florida Geological Survey, the Agricultural Experiment Station, and from the College of Agriculture, the College of Engineering, the Department of Chemistry, and the School of Business at the University of Florida are contributing part of their time.

Population Studies: This project is being designed to provide population estimates up to 1970 and to describe population in areas defined around centers of concentration. Dr. John M. MacLachlan, Head of the Department of Sociology and Anthropology at the University of Florida and Dr. T. Stanton Dietrich of the Department of Sociology at Florida State University are responsible for the two major phases of this project.

Resource Use Study: Mr. Henry Becker and Mr. Harry Brubaker of the Department of Geography of Florida State University are making a study of economic resources and their use in the several areas of the State, and they are relating their findings to the findings of the population and economic studies.

Cost of Higher Education: A study which is designed to project the cost of providing for expanding enrollments and services is being conducted by Dr. Eugene S. Lawler of the School of Education at Florida State University. Dr. Lawler is being advised by a committee from the University of Florida and Stetson University.

Cost to Students: A project to determine the current cost to the students and to their families of attending college in Florida is being developed by Dr. W. Hugh Stickler, Director of Educational Research and Services at Florida State University.

Legal Foundations: A study of the legal provisions for higher education in Florida has been organized by Dr. F. A. Rhodes of the State Department of Education with legal services from Professor Eugene F. Scoles and Mr. Mandel

Glicksburg of the Law School at the University of Florida.

Study of Moral Values: An interdepartmental team under the coordination of Dean Wilson K. Doyle of the Florida State University School of Public Administration is undertaking a study to identify prevailing concepts of moral values and to determine the attitude of the people of the State concerning the responsibility of higher education for the development of these concepts. Personnel from the four-year institutions in the State are participating in this project.

Leadership Study: The Bureau of Governmental Research of the School of Public Administration at Florida State University, in cooperation with representatives of the four-year institutions of the State, is conducting a study to determine the sources from which leadership of the State is drawn, to ascertain from people in leadership positions what they consider leadership qualities to be, and to determine the attitudes toward the responsibility of higher education for the development of leadership qualities.

Graduate Study Projects: Studies which are being pursued by advanced graduate students in areas which can be expected to provide data of value to the Council are being related to the over-all project by Dr. Hazen A. Curtis of the School of Education at Florida State University.

⁹U. S. Department of Health, Education, and Welfare (Office of Education), Circular No. 414, *Resident, Extension, and Adult Education Enrollment in Institutions of Higher Education: November 1953, October 1954*, Detail of information shown as follows:

Resident Enrollment	36,013
Undergraduate, Full-time	28,605
Undergraduate, Part-time	4,776
Graduate	2,632
Extension for College Credit	6,443
Extension Not for College Credit	798
Adult Education, Non-Credit	1,205

¹⁰Unpublished data from the Southern Regional Education Board, 830 West Peachtree Street, N. W., Atlanta, Georgia.

¹¹If the supposition that a three-fold increase in private institutions were to be unrealistic, the balance of 29,080 students to be provided for in additional institutions would be increased to as much as 47,750 in the event that the total enrollment in the private institutions in 1970 does not exceed that for the Fall of 1953. If, on the otherhand, the private institutions should be able to provide adequately for more than a three-fold increase in their enrollment, the balance would fall below 29,080.

If the supposition concerning the size to which the largest institutions would grow by 1970 should prove to have been based on too low a number, the magnitude of the problem for which additional institutions offers a solution would be decreased; if the supposition should have been based on too large a number, the size of the problem would be greater than 29,080 students. If, as a result of a policy of decentralizing enrollments, an adjustment were to be required in the estimated total minimum enrollment in all Florida institutions (to increase it beyond 106,000), it would be reasonable to expect that such an adjustment would result in a balance of at least 39,000 students.

Similarly, if an adjustment in the 106,000 total estimated enrollment were to be made as a result of a marked increased in the per cent of school age youth graduating from high school and/or from an increasing per cent of high school graduates enrolling in college, still other upward adjustments of the balance of 29,080 students would be required.

